

## 3.10 Land Use

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### Review of EIS Section and Previous Analysis

The 1992 Final EIS examined the impacts of the proposed project on land use in the study area by evaluating the following categories: existing land uses; prime agricultural farmlands; the potential for disrupting, displacing, and relocating existing homes and businesses; and the potential for significantly changing the community character. The 1992 Final EIS also evaluated the consistency of the project with applicable land use plans, policies, and development regulations for the City of Redmond and King County. The study area for the 1992 land use analysis is not defined, but it generally comprises lands within one-quarter mile of the project footprint, including areas of the City of Redmond and King County parkland. Information for completing this section was obtained by visiting the study area, reviewing planning documents and environmental reports, and coordinating with agency staff and private individuals.

City of Redmond zoning categories adjacent to the project corridor in 1992 included convenience commercial, community business, single-family and multi-family residential, light industrial, and business park. Surrounding land uses included Marymoor Park, commercial and light industrial businesses, undeveloped parcels, and single-family and multi-family residential areas adjacent to West Lake Sammamish Parkway. All property adjacent to the study area was within the City of Redmond, except for Marymoor Park, which is in unincorporated King County. The Burlington Northern Railroad line ran along the west side of SR 202 and under SR 520. Proposed changes in 1992 to land use in the study area included constructing Redmond Town Center and creating Bear Creek Park. Constructing Redmond Town Center involved converting 90 acres of a former golf course and 34 acres of undeveloped property north of SR 520 into a mixed-use development containing offices, retail stores, restaurants, a hotel, and a movie theater. Bear Creek Park was planned to be a greenbelt park along Bear Creek on the north side of SR 520 between SR 202 and NE Union Hill Road. The soil type for much of the study area was identified by the SCS as Earlmont silt loam, which is considered prime agricultural farmland.

The existing SR 520 roadway was within the 200-foot shoreline zone designated by the City of Redmond and King County for Bear Creek and the Sammamish River. Shoreline designations in 1992 for Bear Creek included Urban for the north side of Bear Creek and Conservancy for the south side between Bear Creek and SR 520. The Sammamish River shoreline was designated as Urban north of SR 520 and Rural south of SR 520, where the river is within Marymoor Park and King County limits. Land use plans evaluated in 1992 included the *King County Comprehensive Plan* (2004b), *Bear Creek Community Plan*, RCDG, King County and City of Redmond Shoreline Master Programs, and King County and City of Redmond Sensitive Areas Ordinances.

The proposed project was consistent with all land use plans at that time, except it did not meet the buffer requirements designated by the Shoreline Master Programs and Sensitive Areas Ordinances of the City of Redmond and King County. The proposed SR 520 and SR 202 interchange would encroach into shoreline zones designated as Urban, Conservancy, and Rural. Part of the study area was also within the 100-year floodplain of Bear Creek and within an

intensive aquifer recharge area. The City of Redmond and King County consider these sensitive areas. While construction activity would occur in these areas, the roadway surface in the Bear Creek floodplain would be widened above the 100-year flood elevation, avoiding an encroachment into this area.

The impacts analysis discussed the potential land use impacts during the proposed project's construction and operation. Construction impacts identified included acquiring additional right-of-way and relocating a section of Bear Creek. Relocating Bear Creek and working within the shoreline zone for both Bear Creek and the Sammamish River was found to be inconsistent with the Shoreline Master Programs and Sensitive Areas Ordinances for the City of Redmond and King County. This inconsistency was to be addressed in permit applications submitted to both agencies.

Operation impacts identified included a change in access along SR 202 between SR 520 and NE 70th Street and improved accessibility to the Bear Creek and Sammamish Plateau areas, as well as elsewhere in King County. Mitigation proposed in the 1992 Final EIS consisted of compensating owners at fair market value for land identified for right-of-way acquisitions, in accordance with WSDOT right-of-way acquisition procedures. Relocation activities for any residential and business displacements were to be conducted in accordance with the Uniform Relocation Assistance and Real Property Acquisitions Act of 1970 (URARPA), as amended, and Section 8.26, RCW. The 1992 Final EIS also identified the project's unavoidable adverse impacts as the acquisition of additional right-of-way and the inconsistency of the build alternatives with King County and the City of Redmond stream and wetland buffer requirements.

## Methodology

The land use discipline team visited the site to review existing land uses. The team also reviewed and evaluated the *King County Comprehensive Plan* (2004b), *City of Redmond Comprehensive Plan* (City of Redmond 2005c), the *City of Redmond Shoreline Master Program Update* (City of Redmond 2004a), PSRC's *Vision 2020 and Metropolitan Transportation Plan* (PSRC 1995) and *Destination 2030: Metropolitan Transportation Plan for the Central Puget Sound Region* (PSRC 2001), and the *City of Sammamish Comprehensive Plan* (City of Sammamish 2003a), looking for changes in the plans that would affect the project's consistency with them. The study area evaluated was the same as in the 1992 Final EIS, approximately one-quarter mile around the project footprint.

## Affected Environment

### Existing Land Uses

Marymoor Park, on the south side of SR 520, has expanded from 524 acres to 640 acres, but recreational uses at Marymoor Park within the study area remain the same as in 1992. Land use east of Marymoor Park and south of SR 202 remains light industrial. The branch line of the Burlington Northern Railroad along the west side of SR 202 has been abandoned and was sold to King County in 1998 for development of the East Lake Sammamish Trail, a regional (bicycle and pedestrian) trail connecting Redmond and Issaquah.

A 57-unit mobile home park north of SR 202 has been removed, and the residents were relocated as part of other development in the area. Undeveloped land east of Avondale Road and north of SR 202 has been commercially developed with large retail establishments. The land for Bear Creek Park west of Avondale Road and north of SR 202 has been purchased by the City of Redmond but remains undeveloped.

Redmond Town Center, which was constructed after 1992 on the north side of SR 520 and west of SR 202, consists of a two-level, open-air, mixed-use center with mixed-use office buildings, two hotels, a movie theater, and a spring-through-fall farmer's market. A 40-acre greenbelt surrounds Redmond Town Center to the west, south, and east. The greenbelt separates Redmond Town Center from SR 520 and includes Bear Creek and Bear Creek Trail (see Figure 3.10-1). The land west of the Sammamish River remains single- and multi-family residential, with a small commercial development; this area's land use has not changed since 1992.

## **Existing Plans, Policies, and Development Regulations**

Since the 1992 Final EIS was published, a number of plans, policies, and development regulations pertaining to the study area have been updated, and additional plans have been developed. These plans are discussed below.

### **Updated Plans, Policies, and Development Regulations**

#### ***King County Comprehensive Plan and Countywide Planning Policies***

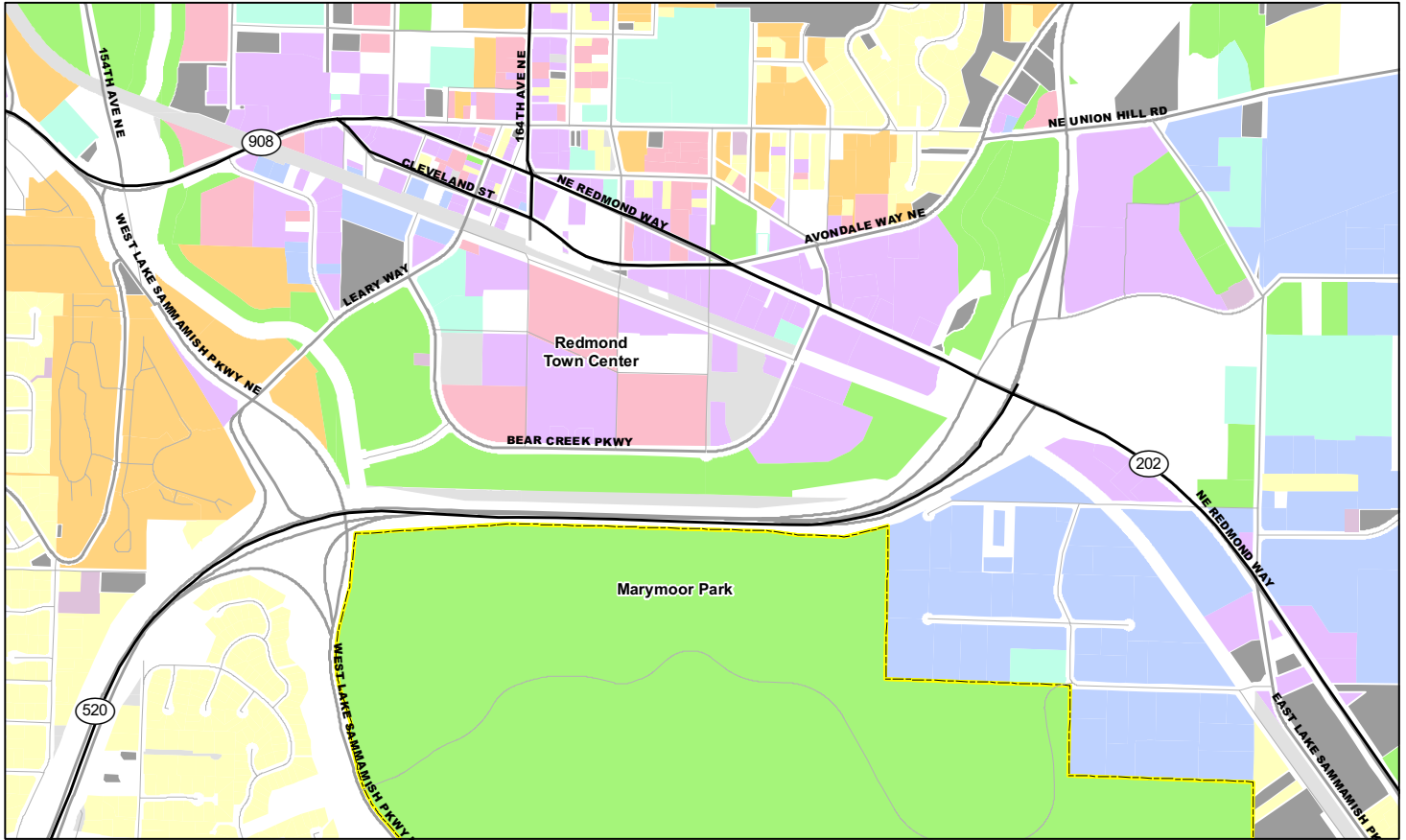
The *King County Comprehensive Plan* has been updated twice since 1985, with the latest update in 2004 and amendments added in 2005. The land use map in this plan designates the study area as located within an incorporated city, except for Marymoor Park, which is unincorporated King County land designated as a multiuse recreation area. Transportation policies related to the study area in the *King County Comprehensive Plan* have not changed. The *Countywide Planning Policies*, last updated in 2005, designate the Redmond central business district north of SR 520 as an Urban Center. Urban Centers are intended to be areas of concentrated employment and housing, with direct service by high-capacity transit, and a wide range of other land uses, such as retail, recreational, public facilities, parks, and open space.

#### ***King County Shoreline Master Program***

The *King County Shoreline Master Program* has not been updated since 1978; therefore, the shoreline designations and definitions discussed in the 1992 Final EIS are still valid. The designations discussed in the 1992 Final EIS, which apply only to the Sammamish River south of SR 520, are the same as previously discussed for the City of Redmond in 1992. King County shoreline designations are shown in Figure 3.10-2.

#### **King County Critical Areas Ordinance: Updated**

King County updated their Critical Areas Ordinance, formerly Environmentally Sensitive Areas, in October 2004. The Critical Areas Ordinance regulates development near environmentally sensitive areas (including streams, wetlands, and protective buffers).

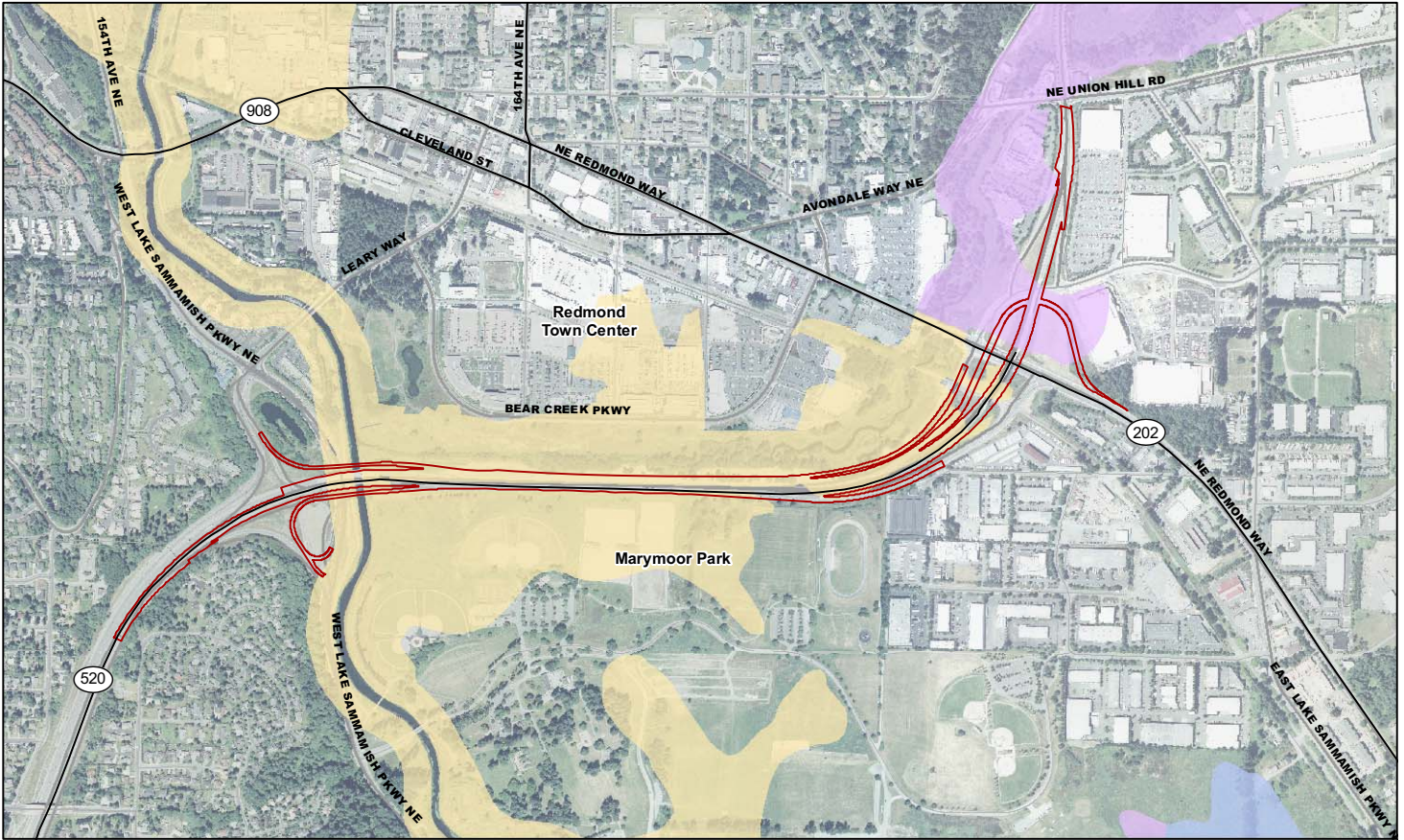


Source: City of Redmond GIS (2005).



0 500 1,000  
Approximate scale in feet

Figure 3.10-1  
Existing Land Use  
SR 520/West Lake Sammamish Parkway to SR 202



Source: King County GIS (2005).

**Shoreline Designation**

- Project Footprint (Edge of Pavement)
- Rural
- Natural
- Conservancy



0 500 1,000  
Approximate scale in feet

**Figure 3.10-2**  
**King County Shoreline Designations**  
SR 520/West Lake Sammamish Parkway to SR 202



This ordinance applies to King County lands and unincorporated areas. Critical Areas Ordinance review is required before county permits, including clearing and grading permits and shoreline substantial development permits, are granted. The goals and policies of this ordinance remain consistent with the information included in the 1992 Final EIS; however, sensitive area classification and the associated buffer widths have been reclassified. The only King County land in the study area is Marymoor Park, which includes the Sammamish River south of SR 520. The required buffer for the Sammamish River under the Critical Areas Ordinance is 165 feet.

### ***Bear Creek Community Plan***

The *Bear Creek Community Plan*, which covers the area of unincorporated King County in the Bear Creek watershed east of Redmond, was updated in 1994 and 2004 as part of the *King County Comprehensive Plan*. The readopted policies continue to emphasize protecting and restoring Bear Creek, and they now address the Novelty Hill area and some area-specific transportation and trail issues. The latest plan does not include any policies specific to buffer widths in the Bear Creek area or SR 520 congestion, which were discussed in the 1992 Final EIS.

### ***Redmond Community Development Guide***

The RCDG, last updated in 2005, establishes goals, policies, and plans for community land use and development; it implements the goals, policies, and plans by adopting, administering, and enforcing plans, regulations, procedures, capital improvements, and municipal services and programs. The RCDG has redefined zoning categories in the study area; these zoning categories in the study area now include Downtown District: City Center-Mixed Use/Shopping Center (CC-2), single-family urban (R4), multi-family urban (R-12 and R-30), business park (BP), general commercial (GC), manufacturing park (MP), and Gateway Design district (GDD) (see Figure 3.10-3). The land uses within these zones have not changed since 1992.

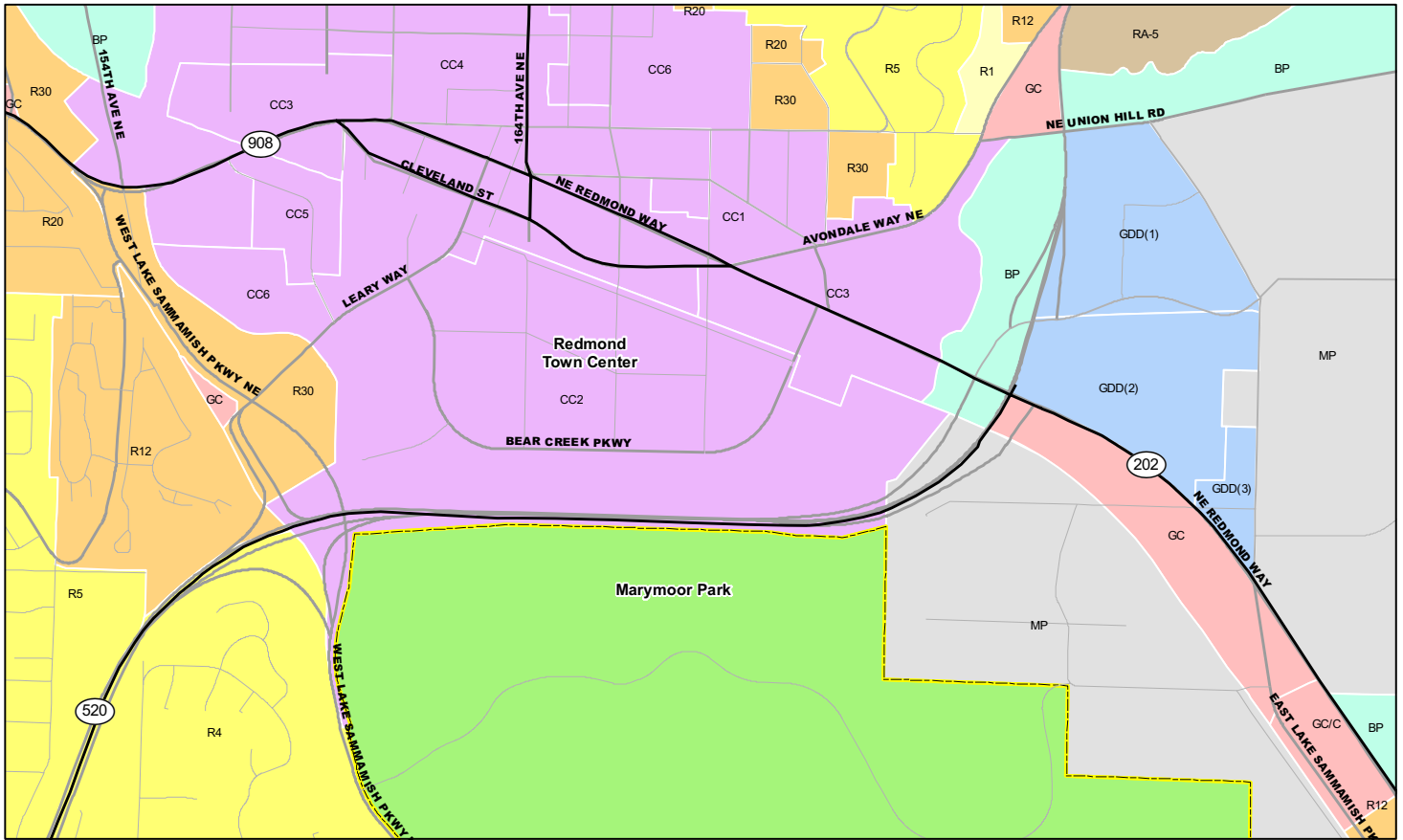
### ***Redmond Shoreline Master Program***

Updated under Ordinance 2221 in 2004, the *Redmond Shoreline Master Program* includes policies to guide development along shoreline areas, designated as 200 feet from the OHWM for Bear Creek and the Sammamish River, as well as all areas mapped within the 100-year floodplain by FEMA.<sup>1</sup> The *2004 Shoreline Management Plan* modified the shoreline areas described in the 1992 Final EIS (Natural, Urban, Rural, and Conservancy) to reflect the shift in land use from mostly rural to more intensive urban development that has taken place in Redmond. Table 3.10-1 lists the changes in shoreline designations since the 1992 Final EIS was published.

Shoreline designations in the study area for the Sammamish River (north of SR 520) and Bear Creek include Urban Conservancy (UC) Environment and High-Intensity/Multi-Use (HI/MU) Environment. The UC Environment applies to the first 150 feet on either side of the waterways, and the HI/MU Environment applies to the next 50 feet. Buffer averaging is allowed, with a maximum buffer reduction of 25 percent (a reduction to 112.5 feet for a 150-foot buffer). Buffer averaging allows for reduced buffer width in some areas if it is widened in others, as long as the total buffer area is the same as before averaging.

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<sup>1</sup>Although adopted by the City of Redmond City Council, this program is still under review by the Washington State Department of Ecology (Ecology). Approval by Ecology is anticipated in summer 2006, at which time this program will become effective.



Source: City of Redmond GIS (2005).

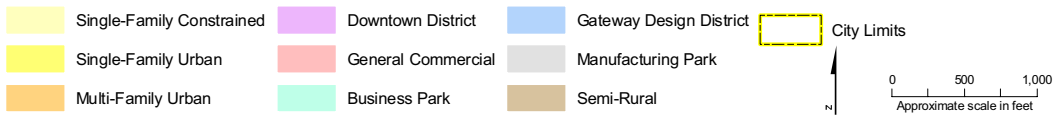


Figure 3.10-3  
Existing Zoning  
SR 520/West Lake Sammamish Parkway to SR 202

**TABLE 3.10-1**  
Changes in Redmond Shoreline Designations

<b>1992 Shoreline Classifications (City of Redmond and King County)</b>	<b>Features</b>	<b>2004 Shoreline Classifications (City of Redmond)</b>	<b>Features</b>
Natural	Essentially free from development, capable of being easily restored to natural conditions, large enough to protect the value of the resource.	Natural	Includes areas that provide wildlife habitat, areas of scientific and educational value, areas of scenic or recreational value, and other areas where human influence is minimal, that can be easily restored, have unique natural features, or the shoreline is unable to support new development without ecological impacts.
		Aquatic	Applies to all lakes waterward of the ordinary high-water mark.
Urban	High-intensity land use, including residential, commercial, recreational, and industrial development. Includes areas to accommodate urban expansion and should not have a high priority for designation as an alternative environment.	High-Intensity/ Multi-Use	Areas designated in the Redmond Comprehensive Plan as high-intensity commercial, manufacturing, or recreational uses; mixed-use; or for residential development at four or more housing units per acre; areas within the urban growth area where surrounding land uses are urban and urban services are available or planned; does not have any biophysical limitations; at least 150 feet from a water body used for salmon migration, spawning, or rearing.
		Shoreline Residential	Areas that are predominantly single-family or multi-family residential or that are planned and platted for residential development.
Rural	Includes agricultural uses, low-density residential area where most urban services are not available, and areas to provide buffer zones and open space between urban areas.	Low-Intensity Environment	Includes areas used for agriculture, forestry, open space, or outdoor recreation; areas with a high compatibility of supporting agricultural uses and compatible development; low-density residential areas; undeveloped land not suitable for natural or conservancy designations.
Conservancy	Includes areas primarily free from intensive development, most suitable for shoreline areas of high scenic or historic value, areas unsuitable for development due to biophysical limitation, and commercial forest lands.	Urban Conservancy	Includes areas subject to severe biophysical limitations or that play an important part in maintaining the regional ecological balance; areas where intensive development or uses would interfere with natural processes and result in significant damage to other resources; areas that retain important ecological functions; areas with potential for ecological restoration; or for development that incorporates ecological restoration; areas suitable for a mix of water-related or water-enjoyment uses; areas of significant passive recreational value; and areas with extensive or very important historic or cultural resources.

Sources: WSDOT (1992), City of Redmond (2004a).



The UC Environment is intended to “protect, conserve, and manage existing natural resources and valuable historic and cultural areas in order to achieve sustained resource use and provide recreational opportunities” (City of Redmond 2004a). The UC Environment also protects environmentally sensitive areas that are not suitable for intensive use, such as salmon and steelhead habitats, riparian corridors, and wetlands. The HI/MU Environment is intended to “ensure optimum use of shorelines that are either presently urbanized or planned for intense urbanization, while protecting existing ecological functions and restoring ecological functions in areas that have been previously degraded” (City of Redmond 2004a). Much of the existing roadway and proposed improvements are within these shoreline zones for Bear Creek.

The *Redmond Shoreline Master Program*’s policies and regulations supplement and overlay the city’s land use policies. According to the *Redmond Shoreline Master Program*, transportation facilities should be located away from the water body, unless no feasible alternative exists.

### **City of Redmond Critical Areas Ordinance**

RCDG Section 20D.140 defines critical areas, formerly called sensitive areas, as including 100-year floodplains, critical aquifer recharge areas, and riparian corridors. Part of the project is located within the 100-year floodplain of Bear Creek and in an intensive aquifer recharge area. Section 20D.140 establishes buffer widths for areas along waterways depending on the waterway classification, with the Sammamish River and Bear Creek requiring a minimum buffer width of 150 feet.

## **Additional Plans, Policies, and Development Regulations**

### **Puget Sound Regional Council’s *Vision 2020* and *Destination 2030***

*Vision 2020*, adopted in 1990, is the long-range growth management, land use, economic, and transportation strategy for the central Puget Sound region, encompassing King, Kitsap, Pierce, and Snohomish counties. The City of Redmond lies within an urban growth boundary (UGB), and *Vision 2020* designates the downtown area as a regional growth center. *Destination 2030*, adopted in 2001, translates the policies of *Vision 2020* into implementation strategies for guiding large regional transportation projects and providing important solutions to local transportation issues. This project is included in the PSRC’s *Destination 2030* projects matrix.

### **Redmond Comprehensive Plan**

The *Redmond Comprehensive Plan*, which is part of the RCDG, was adopted in 1995 to meet state GMA requirements. The land use element of the comprehensive plan was last updated in 2004, and land use designations established by the comprehensive plan are used to guide zoning regulations. Comprehensive plan land use designations in the study area include single-family urban, multi-family urban, park and open space, downtown mixed use, business park, design district, manufacturing park, and general commercial. Since 1995, neighborhood plans have been completed for neighborhoods in and adjacent to the study area, including Downtown Redmond, Southeast Redmond, Grass Lawn, Bear Creek, and Overlake. The City of Redmond Comprehensive Plan is consistent with policies of the GMA, *Vision 2020*, and the King County Countywide Planning Policies.

### ***City of Sammamish Comprehensive Plan***

The City of Sammamish incorporated in 1999 and adopted its *City of Sammamish Comprehensive Plan* in 2003. Although Sammamish is not located in the study area, constructing the project is important for accommodating planned growth within Sammamish, with its population of almost 39,000. I-90, SR 520, and SR 202 run near or adjacent to Sammamish and provide the primary means of access to and from the city. The *City of Sammamish Comprehensive Plan* identifies improving access to and from these highways as a top priority for the city.

## **Impacts**

The project's improvements would be constructed in two stages. The first construction stage would construct the new flyover ramp from northbound SR 202 to westbound SR 520. This stage is expected to begin in 2007 and to be completed by the end of 2007. The second stage would construct the remaining improvements. This stage is expected to begin in 2009 and to be completed by 2011. Project construction would not change land use construction impacts described in the 1992 Final EIS. These impacts included inconsistencies with King County and City of Redmond Shoreline Master Programs, Critical Areas Ordinances, and stream and wetland buffer requirements due to relocating a section of Bear Creek. These impacts are no longer applicable because the work has been completed.

The new westbound off-ramp and eastbound on-ramps at West Lake Sammamish Parkway would cross over the Sammamish River. The buffer here is considered a City of Redmond critical area; therefore, work in this area would be consistent with variances allowed within the Redmond Critical Areas Ordinance. WSDOT would obtain the appropriate permits for work within a critical area.

Widening SR 520 to the north would encroach on the riparian buffer at Bear Creek. Mitigation would be required for impacts resulting from the encroachment, and has already been completed at the off-site Happy Valley location. Further discussion of wetland mitigation is included in Section 3.5, Wetlands. All developable land in the study area is now developed, and no change in land use would be anticipated as a result of this project. Improvements from project construction would positively affect traffic conditions for Redmond and Sammamish residents. Project operation would be consistent with goals set forth in the *King County Comprehensive Plan*, the *City of Redmond Comprehensive Plan/RCDG*, the *Bear Creek Community Plan*, the *City of Sammamish Comprehensive Plan*, and *Destination 2030*.

## **Mitigation Measures**

No relocations or displacements would be associated with the project, and the proposed project would be consistent with applicable adopted state, county, and local land use and transportation plans; therefore, no mitigation is proposed. Mitigation measures discussed in the 1992 Final EIS applied to right-of-way acquisition that has since been completed and would be, therefore, no longer applicable. No new mitigation related to land use would be proposed.